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TRENT UNIVERSITY



Brief
to the
Committee on
University Affairs

December 1970

TRENT UNIVERSITY
BRIEF TO THE COMMITTEE ON UNIVERSITY AFFAIRS
December, 1970

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SECTION 1. MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

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TRENT UNIVERSITYBRIEF TO THE COMMITTEE ON UNIVERSITY AFFAIRSDecember, 1970INFORMATION SUBMITTED BY TRENT UNIVERSITYMATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(a) Introduction

This report has been prepared by the Budget Committee of Trent University and covers matters of special concern to the University as well as information requested by the Committee on University Affairs. The various schedules which the Committee has asked us to prepare are contained in a separate book of appendices.

The first section of the report reaffirms Trent's approach to university education, examines its emerging status and recommends levels of supplementary support over a five-year period. A specific proposal is made for the relocation of Rubidge Hall facilities to the Nassau campus, continuing the discussion raised in last year's submission. In general, this first section of the report re-examines the implications of moving to emergence and recommends a careful review of the "patterns of emergence" for Trent University as outlined in the Minister's letter of March 30, 1970.

The remaining sections of the Report have been prepared in accordance with instructions received from the Committee on University Affairs.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(b) Trent's approach to university education

The academic programme of Trent University continues to stress the importance of small-group teaching within which students have the opportunity to engage in dialogue with the faculty and with each other; of a reduced number of lectures used to guide and to present general considerations; and of private study carried out under the general supervision of a member of the faculty.

The organization of the University into a system of residential-teaching colleges has the same academic purpose as its teaching methods: to bring faculty and students together within small communities where each person has an identity and where students and professors of all disciplines can live and work together.

The pursuit of these goals, restated from last year's submission, continues to be supported by the faculty and students of Trent University. There is also growing evidence, reflected in admission applications this year, that Trent's approach to university education is gaining wider interest and respect.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status

(i) General

In his letter of March 31, 1970 to President Symons, the Minister of University Affairs indicated guidelines that would be used in determining the emergence factors to be made available to Trent University from the 1970-71 academic year to the point of emergence, which was defined in that letter to occur at a weighted enrolment of 4,000 units or the academic year 1976-77, whichever came earlier. Included as Appendix 1 is an analysis of the implications of those guidelines, in light of Trent University's experience to date with operating expenditures, and the detailed five-year operating budget forecasts carried out for the November 1969 and December 1970 submissions to the Committee on University Affairs.

In assessing the analysis of Appendix 1, the main conclusions of which are summarized below, there is one major qualification that should be mentioned, namely that the work assumes that all of the weighted enrolment is made up of winter session students. The weighted enrolments referred to in the Minister's letter, on the other hand, include summer school enrolments. It is hard to visualize that, in the next few years, the number of student courses in summer school will exceed 1,500, that is the equivalent of 250 full-time students. Assuming a figure of 300 equivalent full-time students for safety, at an average weighting of 1.2, brings us to an outside figure of 350 units for summer school.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

Thus, in round figures, at a maximum, 10% of the units might be generated in summer school. If no associated cost is assumed for the summer school operation, the maximum reduction in the student/faculty ratios mentioned in the analysis of Appendix 1 would be 10%. This would result in a student/faculty ratio in the winter session of between 25 and 31 to 1 at emergence, rather than the range of 28 to 34 to 1 mentioned in the appendix. In view of the magnitude of this reduced figure, and of the modest salary increases incorporated into the analysis (a real increase of about 4% p.a.), it is clear that the principal conclusions of that analysis are not affected by the summer school consideration.

With these preliminary remarks, then, the main conclusions that emerge from the analysis are as follows:

1. that the operating income will reach a maximum at 3,760 units, and thereafter drop with increasing enrolment until a figure of 4,000 units is achieved: that is, until emergence
2. that, at Trent University's present level of operation, student/faculty ratios will have to rise to over 30 to 1 at emergence if balanced operating budgets are to be achieved. This will involve reducing the faculty from 134 in 1970-71 to 100 in 1975-76 while at the same time almost doubling the enrolment
3. that, even if the level of operating expenditure on areas other than faculty salaries is reduced by 30%, student/faculty ratios will still need to rise to over 25 to 1. This will involve a faculty in 1975-76 of about the same size as that in 1969-70; and
4. that the operating grant picture is reasonable through 1972-73, but that difficulties start to escalate rapidly in 1973-74.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

The analysis makes two recommendations and offers one suggestion. The recommendations are:

1. that Trent University continue to make every effort to reduce the level of its related costs, and
2. that negotiations be carried forward with the Committee on University Affairs with a view to alleviating the emergence guidelines from 1972-73 forward.

The suggestion is that work be carried out to study the suitability of a revised operating grant formula for the Ontario university system. The suggested revised formula is comprised of two major elements, one a grant independent of student enrolment, and the other a grant proportional to such enrolment. The factors of proportionality would depend on the academic programmes.

As an alternative to this suggestion, the analyses set out in Appendices 1 and 2 may be viewed as lending support to the proposal outlined in our 1969 submission that a continuing special factor of about 20% on the operating grant might be reasonable for a small arts and science university under the presently existing provincial weighting formula for operating grants to universities.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

(ii) Teaching loads at proposed emergence

Two years ago, Professor T. E. W. Nind made a Forecast by Department, 1968-69 to 1973-74, that was attached as an appendix to Trent University's 1968 submission to the Committee on University Affairs. Included in that forecast was an estimate of formal weekly contact hours at the undergraduate level, X, as a function of enrolment, N, for the university as a whole. The results of that estimate were

$$X = 0.76 N + 230$$

if the maximum number of students in a tutorial were held at five, and

$$X = 0.575 N + 230$$

if the maximum number of students in a tutorial were raised to seven (a practical maximum due to the limitation of faculty office size).

Recently, Professor J. M. Blackburn undertook an independent assessment of formal weekly contact hours, based on a more detailed forecast than that attempted by Nind. Blackburn's forecast assigned student numbers to individual courses, and then used individual course teaching methods to arrive at departmental weekly contact hours. Assumptions made by Blackburn were as follows:

1. course offerings to 1974-75 remain unchanged from 1970-71 (Nind had included an arbitrary growth factor in the estimate that forms the basis for the two formulae above)
2. tutorial sizes of up to seven students (so that the Blackburn results compare with the second of the formulae above)

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

3. two laboratory hours taken as one contact hour
(same as Nind's assumption)
4. maximum lecture size of 260, thereafter sectioning
(same as Nind's assumption)
5. maximum seminar size of 15 (same as Nind's
assumption)

Typical results of the Blackburn and Nind forecasts (7 students per tutorial group) are

Winter FTE enrolment	Formal weekly contact hours	
	Blackburn	Nind
1,543	1,138.5	1,117.2
2,084	1,402.5	1,428.3
2,685	1,720.0	1,773.9

Taking into account the difference between the Blackburn and Nind forecasts in the first of the assumptions above, the agreement is good, and serves to confirm the (temporary) validity of the formulae derived in the earlier work.

It follows that, at the proposed emergence figure of 4,000 units, or 3,333 students (assuming a weighting ratio of 1.2), the total number of formal contact hours weekly at the undergraduate level will be 2,763 (5 per tutorial) or 2,146 (7 per tutorial). The average formal undergraduate contact hours per faculty member then work out as follows:

No. in tutorial group	Total contact hours	Related costs	Faculty at emergence	Undergraduate contact hours per faculty member
5	2,763	Present	97	28.5
7	2,146	trends		22.1
5	2,763	Reduction by	116	23.8
7	2,146	30%		18.5

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

It should be noted that these predicted levels of contact hours/faculty member

1. do not include preparation time, of lectures or laboratories
2. do not include time spent in marking papers
3. do not include time spent with graduate students
4. make allowance for only 50% laboratory time.

It might perhaps be thought that the high number of formal contact hours per week shown in this Table result from the teaching methods employed by Trent University. In this context it is of interest to refer to the Appendix to the July 1968 Report to the Minister of University Affairs on a "Special Study of Operating Support for the Emerging Universities in Ontario for Fiscal Year 1968-69", a report prepared by M. Elizabeth Arthur, Maurice J. Lavigne, David W. Slater and Douglas T. Wright. On pages A-6 through A-14 of that Appendix repeated references are made to a student/faculty ratio of 15:1 and to average section sizes of from 25 to 37.5. Accepting a figure of 30 students for an average section size, an enrolment of 3,333 students will lead to 16,665 student courses, or 555.5 course sections. The average course section, taught in the traditional way, needs some 4 hours weekly (3 hours of lectures, and one hour for laboratories, seminars and so on), so that 555.5 course sections would involve 2,222 formal contact hours per week. This figure is greater than the projected Trent total, assuming 7 students per tutorial group.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(c) Emerging status (continued)

In past formal submissions and verbal argument, Trent University has consistently taken the view that undergraduate teaching loads of the order of 20 hours per week are far in excess of teaching loads carried by faculty members at the established universities. As consistently some members of the Department of University Affairs and of the Committee on University Affairs have replied that loads of this magnitude must be expected if Trent persists in its tutorial system - moreover that such loads should not be accounted unreasonable.

It is, then, hard to know what more to say, except to reiterate the university's view that such loads are unreasonable and unrealistic and arise, as shown above, not so much from the tutorial system, as from a formula that seriously undervalues the general arts and science student while overweighting in comparison the graduate schools and some of the professional faculties. The end result of this deficiency in the operating grant formula is that Trent University is facing student/faculty ratios at emergence that are double those considered reasonable in the Arthur, Lavigne, Slater, Wright report of July 1968.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(d) Supplementary operating grants

This section updates the examination in our 1969 submission of the financial implications of special grants over the next five year period to 1975-76. A summary of anticipated actual income and expenditure for 1970-71 and projections for the five-year period from 1971-72 to 1975-76 is set out in Appendix 2(a). The revenue projections are based on a unit value of \$1,730 for 1971-72; and on enrolment growth, discussed in Section 4(a) and shown on Form L, Appendix 7, of this report. Expenditures have been stated in 1971-72 dollars, determined by applying a 4% price increment to 1970-71 anticipated actual results. An undergraduate weighting ratio of 1.2 has been applied to enrolment forecasts, and expenses have been projected by adding minimum additional costs to 1970-71 anticipated actual results (expressed in 1971-72 dollars), to provide for increased enrolments. Other bases of the five year projection are set out in more detail as a part of Appendix 2(a).

The financial implications of following the "pattern of emergence" for Trent University suggested in the Minister's letter of March 31, 1970, are reflected in this projection. Substantial deficits, totalling over \$1,900,000 are projected for the years 1973-74 to 1975-76, assuming the University retains a 15 to 1 student/faculty ratio during this period.

We wish to express our appreciation to the Committee on University Affairs for the favourable consideration given to our request last year for supplementary grants over the three year period

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(d) Supplementary operating grants (continued)

to 1972-73 as summarized below:

	<u>1970-71</u>	<u>1971-72</u>	<u>1972-73</u>
Trent request	62%	45%	35%
C.U.A. revised guideline	55%	46%	35%

This level of support has provided a sound base for planning in the short term.

We again urge the Committee, however, to review the "pattern of emergence" for 1973-74 to 1975-76 suggested in the Minister's letter of March 31, 1970. Based on projected enrolment growth to 1975-76, the Committee's guidelines are compared below with Trent projections to provide "break-even" operations over the period:

<u>Supplementary grants</u>	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>
Guideline pattern	24%	13%	1%
Trent projections	27%	22%	18%

Enrolment grows from 1,850 full-time equivalent students in 1970-71 to 3,250 students in 1975-76 and relates to Trent's original plan to reach a stable enrolment of approximately 4,000 students by 1980.

The patterns of emergence established last March for Trent University, although related to a proposal put forward by the Committee of Presidents at a meeting with the Committee on University Affairs in November, 1969, (as stated in the Minister's letter of March 30, 1970) omit certain specific suggestions made by the Committee of Presidents which we consider of paramount importance. The proposal discussed at that meeting is attached as Appendix 2(b) and two qualifications contained in the proposal are set out below:

"The first is that the support during this period (to emergence) would be considered minimum so that the

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(d) Supplementary operating grants (continued)

planning of the University could take this projected supplementary support into account in their budgeting practices. This would be viewed as fixed supplementary support. There could also be variable supplementary support which might be argued for individually by each institution directly to the Department of University Affairs with each argument being judged on its merits".

"The second qualification is implied in the conversion of the solid line (to emergence) to a broken line at about 25% supplementary support. This reflects our desire to aim for emergence at about 4,500 units but to make sure that this phase of emergence into normal support will be examined very closely".

We believe that the detailed studies Trent University has undertaken in its 1968 and 1969 submissions together with the analysis set out in Appendices 1 and 2 of this submission and the recommendations of the Committee of Presidents (Appendix 2(b)) are worthy of further examination and again urge the Committee to give favourable consideration to Trent's request for additional supplementary grants during the period and a review of the "proposed patterns to emergence".

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(e) The Interim capital formula and Rubidge Hall

An analysis of Interim Capital Formula deficiencies as related to Trent University is set out in some detail in Section 4(e) of this report. The University's recommendations for modifications to the formula to provide a more equitable basis for funding emergent Universities are summarized in the same section.

While it is hoped that the final formula will incorporate provisions to compensate for smaller-scale operations and to provide a minimum weighting for predominately undergraduate Arts and Science institutions, it is recognized that further study will be necessary before a final formula can be adopted. In view of this, we have set out a long-term capital programme (Section 4(b); Appendix 8) which is within the space limitations established by the Interim formula. This programme, however, will not provide minimum essential facilities on campus to meet the requirements of an enrolment estimated at 3,250 F.T.E. students in September, 1975.

The Academic wing of College V will provide for faculty office, lecture hall and laboratory requirements to 1974 and the proposed Lecture and Laboratory Building (although conceptual at present) is expected to meet similar needs for a further three or four years. A proposed addition to the Biology Building will provide both animal housing and office accommodation for the Registrar and the Director of part-time studies.

Under this programme, Rubidge Hall will be completely phased out of operations by September, 1972 and existing facilities will be approaching full utilization by September, 1973. A space shortage

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(e) The Interim capital formula and Rubidge Hall (continued)

will develop over the period 1973-75 with respect to the administrative offices presently located on the 4th Floor of the Bata Library (President, Comptroller and University Engineer's Offices). During this period, Library operations will have expanded sufficiently to require a portion of the 4th Floor and the administrative offices will demand additional space for normal expansion. Additional facilities for Engineering Services will also be required as present workshop and storage areas in the Bata Library are not expected to be adequate for more than two or three years.

There would appear to be three alternatives available to provide for this additional space within the guidelines of the Interim Formula:

1. Provide an Administrative-Services building in 1975 instead of a Physical Training Building
2. Relocate to Rubidge Hall
3. Replace Rubidge Hall

The first alternative is considered to be completely impractical. In 1975, full-time enrolment will be close to 3,000 students and adequate facilities for winter sports will be essential. While the Air Structure presently in use has been, and will continue to be, an invaluable asset, it will not provide for the needs of a student-body of 3,000.

Relocation to Rubidge Hall is set out only as a hypothetical alternative since it is obviously retrogressive and would serve no useful purpose.

MATTERS OF SPECIAL CONCERN TO TRENT UNIVERSITY

(e) The Interim capital formula and Rubidge Hall (continued)

The plan to phase-out Rubidge Hall is consistent with that summarized in our brief to the Committee on University Affairs in 1969. At that time it was our recommendation "that favourable consideration be given to approving the phased sale of the Rubidge Hall complex over the period to 1973 on the understanding that funds will be provided to develop new facilities on the Nassau Campus". It was also noted at that time that the total net cost of the complex (excluding furniture and equipment), written-off over the 10 year period, 1964 to 1973, would amount to an annual cost of approximately \$2.30 per assignable square foot, which would appear to be a reasonable economic rent.

We therefore reiterate our recommendation that full consideration be given to the provision of funds to replace Rubidge Hall by deletion of 30,000 N.A.S.F. from the allocations inventory which will generate an additional formula entitlement of \$1,600,000. For ease of reporting, we have formalized this request by incorporating a \$1,600,000 item into new non-formula projects for completion in September, 1973.

It is expected that replacement cost will be reduced by the amount of funds received from sale of the property. However, although discussions have been held with several interested parties, there is nothing presently active. The size and nature of the property indicate that it is particularly suitable as an educational facility, or as a large administrative complex to provide institutional or government services, rather than as a commercial or industrial property. With this in mind, a detailed review of the potential market will be made over the next year and it is hoped that close consultation will be maintained with the Department of University Affairs.

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INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRSREVIEW OF CURRENT PROGRAMMES

- (a) Description of efforts by the University to co-ordinate programme offerings with other Provincially-assisted universities

- (i) At the undergraduate level

The opportunities for formal collaboration at the undergraduate level between Trent University and other provincial universities are, unfortunately, somewhat limited. The reason is that our undergraduate programme is a basic one, with, we believe, sufficient breadth to make it challenging and worthwhile for our students, but with few of the more specialized courses. We are naturally interested in collaborative experiments to make available to our students a range of specializations greater than we are able to sustain on our own, but at the moment we have only a limited programme to offer in exchange that might encourage other universities in such collaboration.

Despite this problem, our departmental chairmen have played and are playing active roles in the various discipline group meetings across the province: Professor White is the chairman of the Sociology group, Professor Guinand is past chairman of the Mathematics group, Professor Aspinall is secretary-treasurer of the Chemistry group, and Professor Reardon is secretary of the Classics group.

A collaborative programme, involving interchange of one of our faculty members in Anthropology, has been worked out with the Royal Ontario Museum. Preliminary discussions are being carried

REVIEW OF CURRENT PROGRAMMES

(a) Coordination with other Provincially-assisted universities (continued)

forward between some of the personnel at Sir Sandford Fleming College of Applied Arts and Technology and Trent University to discover possible areas in which collaboration might prove both feasible and useful. For example, it appears possible that a pooling of resources in the computer field might be mutually beneficial, with the machine located at Sir Sandford Fleming and Trent University tying in by means of directly connected terminals. Again, arrangements have been made for students in the Transportation and Tourism Programme of Sir Sandford Fleming College to receive geography instruction through co-operation with Trent University. Students in the programme will audit one lecture each week at Trent, while supporting seminars will be conducted by a member of the College staff, with occasional guest lecturers from Trent or elsewhere. Along these lines, thought is being given to the possibility of a course in business administration making use of individual courses currently offered either at Sir Sandford or at Trent. The latter is the more difficult type of problem to solve satisfactorily, as it raises questions concerned with university admission standards, and acceptability of some individual CAAT courses for university credit, and so on.

Another area in which Trent University is actively supporting attempts at collaboration between the provincial universities, is that of Indian, or Native Studies. We have for some time been aware of the growing number of universities that either have commenced, or are considering commencing, programmes

REVIEW OF CURRENT PROGRAMMES

(a) Coordination with other Provincially-assisted universities (continued)

along these lines. Despite the fact that our own Indian-Eskimo Studies Programme is now firmly established, and into its second year of operation, we have warmly supported a proposed conference on Native Studies in the University. This conference, which is being sponsored by the Native Steering Committee for Indian Studies at Carleton University, may take place at Trent University in 1971. The organizers anticipate that about 130 people might attend from various universities, government offices and native organizations.

In summary, Trent's position is that collaborative programmes at the undergraduate level work to the mutual advantage of all concerned. We are doing, and will continue to do, all that we can to foster and support such programmes whenever they offer a reasonable prospect for successful implementation but to date success has been slow and limited.

REVIEW OF CURRENT PROGRAMMES

- (a) Description of efforts by the University to co-ordinate programme offerings with other Provincially-assisted universities

- (ii) At the graduate level

In the Department of Chemistry arrangements have been made for one faculty member to act as the joint supervisor of a Ph.D. student who will be registered at Queen's University but whose supervision and whose residence will be divided between the two universities. This joint supervision is in conformity with the expressed views of the Committee of Presidents that co-operative arrangements should be established between Ontario universities in the field of graduate studies. Negotiations are in progress to enable the faculty member to be cross-appointed to Queen's University and thus given real status so that he may give classes, report examination marks, attend faculty meetings and/or graduate council meetings by right, department meetings and so forth.

Another cross appointment in Chemistry between Trent and Carleton Universities is now under discussion.

In the Department of Sociology a cross appointment was made with the University of Toronto in 1969-70. In this case the appointment was for both graduate teaching and supervision. Part of the salary of the Trent faculty member, plus nominal travelling expenses, was paid by the University of Toronto. This appointment also followed the views expressed by CPUO for the development of co-operative arrangements in graduate work.

REVIEW OF CURRENT PROGRAMMES

(b) Detailed presentation of graduate enrolment data

- (i) Enrolment in 1969-70 and 1970-71 (estimated) of masters' and doctoral candidates - as per Form A.

The distribution of Graduate Students (full-time and part-time) by discipline, area and citizenship is set out on Form A, Appendix 3.

REVIEW OF CURRENT PROGRAMMES

(b) Detailed presentation of graduate enrolment data

(ii) Sources of intake of new graduate students in 1969-70 and
1970-71 (estimated) - as per Form B

The distribution of new registered graduate students
(full-time and part-time) by discipline, area and citizenship is
set out on Form B, Appendix 3.

REVIEW OF CURRENT PROGRAMMES

(b) Detailed presentation of graduate enrolment data

- (iii) Degrees awarded, by level, (masters' and doctorate) in each academic year from 1964-65 to 1969-70 (actual) and 1970-71 to 1975-76 (estimated and projected) - as per Form C.
- This should be supplemented with a comment by the University as to whether the pattern of masters' degrees (thesis vs non-thesis) has changed over the years.

Graduate degrees awarded or to be awarded by discipline area are shown on Form C, Appendix 3.

In the Departments of Chemistry and Physics, in which M.Sc. students have been enrolled since appraisal two years ago, the pattern of the Master's degree has not changed. An M.A. programme in History has been appraised and will be introduced in 1970-71. In this Department both courses and a thesis are required.

REVIEW OF CURRENT PROGRAMMES

(b) Detailed presentation of graduate enrolment data

(iv) Projections of enrolment year by year for the next five years - as per Form D

- This table should be supplemented with an explanation by the University as to how such projections can be reconciled with those for the entire Province

Projected graduate enrolment (full-time and part-time) by discipline area, is set out on Form D, Appendix 3.

New graduate programmes are under consideration at the master's level in the departments of Anthropology, Biology, English, Geography, Psychology, and Sociology.

REVIEW OF CURRENT PROGRAMMES

(b) Detailed presentation of graduate enrolment data

(v) Sources of support for graduate students enrolled in
1969-70 - as per Form E

Sources of support for full-time graduate students
enrolled in 1969-70 are shown on Form E, Appendix 3.

REVIEW OF CURRENT PROGRAMMES

(c) General and Honours programmes in Arts and Science

(i) Outline the University's attitude regarding continuing differentiation between general and honours programmes

From its opening Trent University has opposed differential treatment of students during the first three years of study in the Ordinary and Honours programmes. Students undertaking the same course, whether enrolled in the Honours programme or the Ordinary programme, share the same lectures together with the same seminars, tutorials, and laboratory periods. Small group teaching aims to encourage the student to reach his individual capacity and there appears to be no justification for segregation for separate approaches between the Ordinary and Honours programmes for consideration of the same material. We have noted with interest the support for this approach in the Macpherson report adopted recently at the University of Toronto and the implementation of similar programmes in other universities of the Province.

Individual departments at Trent University are free, however, to restrict some courses in the first three years to students majoring in the subject in either the Ordinary programme or Honours programme, although there is an increasing tendency to open many of these courses to other students who demonstrate an appropriate interest and talent.

Honours students at Trent University undertake a subsequent fourth year of total specialization beyond the three year course of the major programme to qualify for an Honours degree. These advanced courses involve a high degree of individual work and are usually open only to students in the fourth year of the Honours programme.

REVIEW OF CURRENT PROGRAMMES

(c) General and Honours programmes in Arts and Science

- (ii) University comment on the effects of the adoption of a single weight for Arts and Science students for operating grant purposes

In general terms it may be said that Trent University is in favour of the adoption of a single weight for Arts and Science students for operating grant purposes. Indeed, at this University, having as we do a single faculty of Arts and Science, internal estimates and forward budgetting are carried out using an average overall figure for the per-student weight at the undergraduate level.

Although it is clear that the Physical Sciences, such as Chemistry and Physics, and the Biological Sciences, such as Zoology and Botany, incur operating costs in excess of those in the Humanities, the situation in some of the intermediate disciplines is far more complex. The archaeological side of Anthropology, for example, carries with it operating costs akin to those in the Physical Sciences, while Social Anthropology is closer to the Humanities. Similarly the financial needs of Geography and Psychology vary considerably, depending upon the degree of complexity of laboratory and field work involved. Moreover disciplines such as Sociology and Economics are making increasing use of computer studies and field work and because of such developments, the operating costs of certain courses in those disciplines are rising quite rapidly. All of these factors support the conclusion that a single operating grant structure in Arts and Science is both simple and sensible.

There are, however, a number of factors that lead us to view with concern this question of operating grants in Arts and Science.

REVIEW OF CURRENT PROGRAMMES

(c) General and honours programmes in Arts and Science (continued)

The major cause of such concern lies in the level of the single weight so frequently mentioned during discussions of this proposition over the past several months. This level of about 1.2 we regard as entirely inadequate for an Arts and Science university of small to moderate size. The effects on Trent of trying to emerge at such a level with a weighted enrolment of 4,000 are referred to in more detail in Section 1(c), and in Appendix 2. Reasons for the inadequacy of such an overall weighting on emergence at 4,000 B.I.U.'s are numerous. Perhaps the first and most important is that this university does not differentiate between the Ordinary and the Honours programme during the first three years. Indeed the emphasis is to give each and every student the type of personal attention, both in the make-up of his programme and thereafter in the individual courses, that an honours student typically receives. It may be felt that such an approach is extravagant, but we believe that the ordinary degree student in Arts and Science programmes in Ontario has, in the past, received insufficient attention and inadequate resources.

We at Trent University have several times before presented to the Committee on University Affairs and to the Subcommittee of that Committee dealing with the problems of emergent universities, arguments suggesting that there are several overhead costs carried by all universities that cannot adequately be financed from an overall 1.2 weighting. At the risk of repetition, it must once again be stated that such costs as the President's Office, and the Engineer's Office are, at

REVIEW OF CURRENT PROGRAMMES

(c) General and honours programmes in Arts and Science (continued)

a certain level, unavoidable and fixed whether a university has 100 students or 25,000 students, and whether the university is single-faculty or includes Engineering, Medicine, Commerce, and Law. Moreover, a basic library collection together with the personnel to administer that collection is essential to every university and is not a per-student or a per-weighted student cost. Another item of great concern to us is that faculty research and graduate studies are by no means synonymous, and while we do not wish to move rapidly into many graduate programmes nor, in the foreseeable future, into any such programmes on a large scale, it is essential to the recruitment and retention of good faculty, and to the excitement and relevance of courses, that faculty research be supported by the University. Maintaining such support within the confines of an overall undergraduate weighting of about 1.2 is exceedingly difficult and may indeed become impossible.

The position of the so-called part-time student is anomalous in that each student-course only receives one-sixth of the standard operating grant, whereas the policy at Trent is one of minimum differentiation between the part-time student and the regular student. Students attend the same courses so far as possible, and where this is not possible, the university makes every attempt to ensure that those credit courses run for the benefit of part-time students are in every respect comparable to similar courses for full-time students. So far as this university is concerned, operating costs relating to part-time students are equivalent to those applicable to full-time students, and we would favour the establishment of a one-fifth grant per student-course for the part-time student.

REVIEW OF CURRENT PROGRAMMES

(c) General and honours programmes in Arts and Science (continued)

In summary it is Trent's position that a single weight for Arts and Science for operating grant purposes would be advantageous, that such a single weight should treat part-time student courses on a one-fifth basis, and that the single weight should be 1.5 or 1.6 rather than the figure of 1.2 so frequently discussed. Further detail will be found in Appendix 1.

REVIEW OF CURRENT PROGRAMMES

(d) Health Sciences Programmes (where applicable)

(i) Enrolment (undergraduate and graduate) in each health science programme, year by year, for 1969-70 (actual), 1970-71 (estimated) and 1971-72 to 1975-76 (forecast)
- as per Form F

Not applicable to Trent University.

TRENT UNIVERSITY

BRIEF TO THE COMMITTEE ON UNIVERSITY AFFAIRS

December, 1970

INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRS

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INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRSFACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Detailed presentation of types and sizes of classes

- (i) Summary of data submitted for C.P.U.O. survey
- as per Form H.

Trent has completed Form H for 1969 in accordance with instructions received from C.P.U.O. as set out in Appendix 4.

It appears that there has been some difference among the universities in the interpretation of these instructions. As a result of this the C.P.U.O. has formed a subcommittee whose purpose is to obtain agreement among the universities on a uniform way of reporting their data. Until differences in interpretation which have affected the returns submitted to C.P.U.O. and summarized in form CUA/70/H have been eliminated, some circumspection is needed before the returns can be used for comparative purposes.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Detailed presentation of types and sizes of classes

(ii) Outline of new approaches to teaching and learning being considered by the University and the possible effects of such on class size and operating costs

An ever-present danger in the search for new approaches to teaching and learning is that on paper, and in theory, an approach may seem exciting, efficient, attractive and cheap but in practice, may prove dull and costly. Unfortunately, once such an experiment is launched with appropriate - or inappropriate - equipment, organization and fanfare, it takes considerable courage to admit that the design was a failure. In an attempt to avoid this pitfall, Trent has established, under its Academic Development Committee, an Experimental Programmes Subcommittee. The task of this subcommittee is to receive and to generate suggestions for experimental programmes, to assess the practicality of such suggestions, to encourage groups within the University to try out the programmes for a year or two, and to assess the results of the trials as best possible. If, after practical trial, the experiment is adjudged a success by the subcommittee and by the Academic Development Committee, then formal steps may be taken to incorporate it into the academic structure of the University: if not, then the experiment may be quietly dropped without shattered feelings, disruption of student plans, or other loss, either financial or psychological.

Evidently the hardest part of the subcommittee's task will be in the assessment of the various experiments after a year or two of informal trial. Some members of the subcommittee are following up various possibilities for the establishment of quantitative criteria;

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Types and sizes of classes (continued)

others take the view that the proof of success or failure can best be seen in student and faculty interest and involvement. The outcome will probably lie somewhere between, with qualitative factors supported by simple quantitative results. In any case, though, no attempt is being made to forecast the effects of such individual experiments on class size and operating costs, because the forecasts would of necessity be highly subjective and inaccurate, because the making of them would involve time and money and effort that can better be used in the trials themselves, and because the forecasts would become the signposts for future disillusionment and the nails and plaster ensuring the experiment develops into a permanency regardless of its success or failure.

Experiments that have been, or are soon to be tried at Trent, include:

1. the teaching of full courses in half the normal time, but at twice the concentration. Initial indications are that this experiment has not proved successful for a variety of reasons
2. the four course third year, with additional depth expected in the individual courses. The outcome here is still in doubt, but it does seem clear that success in such a pattern of work depends greatly on the individual student, who is expected to carry out even more of the programme on his own initiative
3. a new General degree programme, both at the ordinary degree and honours level. The honours year particularly will need to be watched closely, as the student will probably wish to follow an interdisciplinary programme without, in any of the concerned disciplines, the formal background that is usually considered appropriate for honours work in those disciplines

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Types and sizes of classes (continued)

4. a reading course programme for certain students, stressing private study and lightening the normal demands for attendance at lectures, seminars and tutorials. For simplicity the experiment in its early stages will be centered on the present degree programmes with existing courses offered optionally on a reading course basis
5. a programme in social theory. "Social Theory" is a term suggesting similarity of content and method among several courses now being given at Trent University, especially by the Departments of Politics, Philosophy, Sociology and History. The "Social Theory" experiment in 1970-71 will be under the overall terms of reference of the general degree programme, outlined in (3) above
6. theme, area, or period focus options similar to the social theory programme and in such diverse patterns as "development studies", "Canadian studies", "European studies" and "Classical studies". In each case the programmes will be under the terms of reference of the general degree programme, and will depend on courses currently offered on a departmental basis within the University
7. College centered programmes, perhaps in such broad areas as "science and the humanities", "comparative literature", "evolution and religion", and so on.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Detailed presentation of types and sizes of classes

(iii) Comments on possible effects of educational technology
on class patterns at the University

Our relatively short experience has indicated little change in class patterns as a result of the effects of educational technology. Our course enrolments to date do not require the introduction of teaching through television. We are, however, impressed by the experience of other universities in Ontario and beyond which suggests that academic programmes which do involve extensive use of television are generally more costly than those which do not. The technical natures of the equipment and of the unique presentation of the material are expensive in themselves, and, as well, students have indicated great dissatisfaction with the medium unless it is followed up with frequent opportunities to discuss the subject in small sections with an experienced individual.

Trent University does, however, make frequent use of films, but these seem to be best presented in regular periods in our lecture halls and do not affect the size of sections. Also the use of the Language Laboratories is an indispensable aid to the modern languages programme. Experience does indicate that the supervision and involvement of an instructor is required and this, together with the substantial capital cost involved, makes the increasing of class sizes difficult.

Recordings too are becoming increasingly useful, but these seem to be most effective with individuals or small groups sufficiently interested to listen during their unscheduled hours.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(a) Types and sizes of classes (continued)

As well, the Library provides access to a growing collection of taped material.

In general such devices supplement, enrich and strengthen the academic programme and have as yet had little affect upon the pattern of teaching at Trent.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds

- (i) Budget allocations for major salary and non-salary categories for the years 1969-70 (actual) 1970-71 (estimated) and 1971-72 (projected) - as per Form I

Budget allocations for major salary and non-salary categories for the years 1969-70 (actual) and 1970-71 (estimated) are set out on Form I, Appendix 5.

Projected operating statistics for 1971-72 have been omitted on Form I, as the reporting of this information was made optional. Resource allocation for the year in more general terms has been set out on Appendix 2(a) and comments on projected operating trends to emerge are outlined under "Matters of Special Concern to Trent - Supplementary Operating Grants" in Section 1(d) of this report.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds

(ii) University comments on adequacy of patterns indicated in (i)

The audit of the University's financial statements for the year ended June 30, 1970 has been completed, and copies of these statements, with the auditor's report, have been forwarded to the Minister. The figures for 1969-70 shown on Form I (Appendix 5) are taken from the audited statements; those for 1970-71 are derived from the budget of the University approved by the Board in May, 1970, and as such, differ from those shown on the five-year projection of current operations (Appendix 2), which are based on currently-estimated actual figures.

The University's expenditures on current operations, per unit of weighted enrolment, and the corresponding grant revenue, as shown in Appendix 5, may be summarized as follows:

	<u>1969-70</u>	<u>1970-71</u>	<u>Increase or (decrease)</u>
Expenditures:			
Academic salaries and benefits	\$1,196	\$1,292	\$ 96
All other costs	<u>1,380</u>	<u>1,305</u>	(75)
Total operating expenditures	2,576	2,597	21
Grant revenue:	<u>2,555</u>	<u>2,562</u>	7
Excess of expenditures over revenue	\$ 21	\$ 35	\$ 14

The summary above points up a major change in resource allocation between academic staff costs and all other costs in the two years 1969-70, and 1970-71, and reflects the pattern shown on the

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds (continued)

University's five-year projection, where the percentage of operating expenditure relating to academic staff costs increases by 3% over the period. The summary also indicates that grant revenues fall short of eligible operating costs in both 1969-70 and 1970-71, and that the amount of the shortfall increases. This is again consistent with the data developed on the five-year projection. The University has been able to operate on a break-even basis over the current two-year period because of the difference between "standard" academic fees, and fees actually charged (together with a small amount of funds from outside sources); the longer-term prospects have already been discussed earlier in this brief.

The reduction in funds allocated to "All other costs" reflects in part the fixed nature of certain operational costs, but staff costs of the library, or plant maintenance and of the other "non-academic" departments remain virtually constant (expressed per unit of weighted enrolment), since salary levels, and minimum staff additions, have risen proportionately faster than the offsetting "economies of scale". As a result, library acquisitions and other non-salary programmes have fewer resources per B.I.U. in 1970-71 than was the case in the preceding year. The effects of this trend are discussed in more detail in Section 1 of this report.

Plant maintenance costs deserve special mention. In 1970-71 they are budgetted at \$59 per B.I.U. less than the actual costs incurred in 1969-70, a reduction of approximately 11%. A reduction of this size is possible only because physical plant remains

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds (continued)

constant in size over the two years, and because of continuing attempts to reduce costs to minimal levels. Of necessity, the resources allocated to this area of an emerging university will be proportionately higher than those of established institutions - again largely because of their fixed nature.

In the 1970-71 year a small sum, representing \$29 per B.I.U., and yet amounting to 1% of operational costs, has been provided for scientific equipment replacements. In a smaller institution, the difficulties of allocating sufficient resources to fund the purchase of expensive, yet essential, materials such as equipment are highlighted by the University's provision of such a small total dollar amount for scientific equipment in the current year. This question is addressed in greater detail in the section of this brief dealing with capital finances.

The University is continuously reviewing the allocation of funds to all areas of operations, and is effecting cost savings wherever possible. The budgets of the University are reviewed in detail by the Budget Committee (which is comprised of many members of the University community, including students), and detailed monthly accounting statements are sent to all department heads, so that they may exercise effective cost control.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds

- (iii) Outline of sources of revenue and expenditures for ancillary operations for the years 1969-70 (actual) 1970-71 (estimated) and 1971-72 (forecast) - as per Form J.

Form J, Appendix 5, outlines the sources of revenue and expenditure of the University's ancillary operations for the 1969-70 year, and as budgetted for 1970-71.

The University has always attempted to conduct the operations of its ancillary enterprises in such a way that they are self-sufficient. In 1969-70 an overall loss of \$36,000 was realized, but in the following year a small surplus is anticipated. As with all other areas of the University, the ancillary operations also face difficulties arising from smallness of scale, and these are intensified because these operations are not eligible for grant support (and in particular, from any benefits accruing from supplementary or special grants). In addition, the current high level of interest rates on residential mortgages places a further burden on the Collegiate facilities included in ancillary operations. Residence fees were increased by over 10% in 1969, and a further increase is being considered for the future, as the University continues its efforts to make the residences, and other ancillary operations, pay their own way.

In the five-year projection (Appendix 2), it has been assumed that these efforts will be successful. In addition to increasing revenues (not only by fee increases, but by actively pursuing the development of the use of the Colleges and other

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(b) Resource allocation - University operating funds (continued)

University facilities for conferences, etc.), every attempt is being made to reduce costs to minimal levels, consistent with the need to maintain the investment in physical plant in an acceptable and reasonable condition.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(c) Effects of the academic marketplace

(i) University comments on general conditions in finding qualified faculty members

In general it is true to say that Trent University has been both pleased and fortunate in the quality of its faculty. Although, and other things being equal, preference has been given, and will continue to be given, to applicants of Canadian citizenship, we have not felt ourselves constrained in recruiting by citizenship, race, colour or religion and we believe that this is the only acceptable stand for a university to take. By and large, and in broad terms, it is our impression that larger numbers of "qualified" applicants are coming forward for each vacancy advertised. There are still certain areas in which it is difficult to attract the number of applicants sufficient to permit the flexibility of choice that we would consider ideal. One of the major difficulties that we do face is that more and more the tendency appears to be for the younger applicants to be specialists in some small area of a discipline, unwilling or unable, or both, to discuss their specialities within the broader contexts of the discipline as a whole, or of the relationship of their work with other, overlapping, disciplines. It is this synthesizing process that is part of Trent's outlook on undergraduate education, and the shortage of qualified faculty with a background and a gift for such an approach appears to be acute.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(c) Effects of the academic marketplace

- (ii) Detailed outline of sources of new faculty appointed during the period September 15, 1969, to September 15, 1970, including citizenship status and country of first and last degree - as per Form K

Form K setting out details of sources of new faculty appointed during the period September 15, 1969 to September 15, 1970, including citizenship status and country of first and last degree, is shown in the attached appendices as Appendix 6. The University has chosen the option of reporting this data in aggregate form, particularly in view of the small number of staff involved.

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(d) Operating and capital support

- University comments on policy of maintaining differentiation between operating and capital assistance

(i) On a university basis

The policy of maintaining separate operating and capital grants is in accordance with long established and generally accepted accounting principles and practices, and in our opinion should be retained on both a University basis and a system wide basis. Furthermore, the current application of this policy, involving the separate funding of operating and capital expenditures does not, in itself, pose any significant problems for the University.

In our opinion, the problem is not one of general policy but rather of definition between operating and capital account, and the related inconsistencies which arise through changes in defining the use of both operating and capital grants.

The classification of specific expenditures as "capital" does have a distinct effect on operating policy decisions. Today, capital assistance is restricted to expenditures specifically related to building projects or campus development, but the academic development of the University requires periodic capital-type expenditures of significant amounts which are not related to a particular building programme. Expenditures such as those for the purchase and replacement of major pieces of scientific and other equipment, the build-up of specific-purpose library collections, and similar costs related to academic development accordingly must be provided almost solely from private financial sources. This problem is particularly acute for the newer Universities, which are in the

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(d) Operating and capital support (continued)

early stages of programme development at a time when private funding is becoming increasingly more difficult to obtain.

Inconsistencies arise, for example, when capital grants are made to some universities for the purchase of library books, while other universities must fund such expenditures from operating accounts, solely because of the definition of "capital" costs. Funding of the purchase of scientific equipment, furniture and other physical plant expenditures, normally considered of a capital nature, are again limited by definition under the present "interim capital formula" and may therefore be financed from a combination of capital, operating and private grants. As expenditures are normally classified by source of funds, comparisons among universities become invidious.

The introduction of the interim capital formula has injected a much clearer definition of the use of funds, and over a period of time will help to provide more meaningful comparisons and trends both within the individual university and among the universities of Ontario. The extension of the interim capital formula to include such items as scientific equipment, library books, furniture, planning costs and other physical plant expenses of a capital nature would, in our opinion, be preferable to adopting a combined formula.

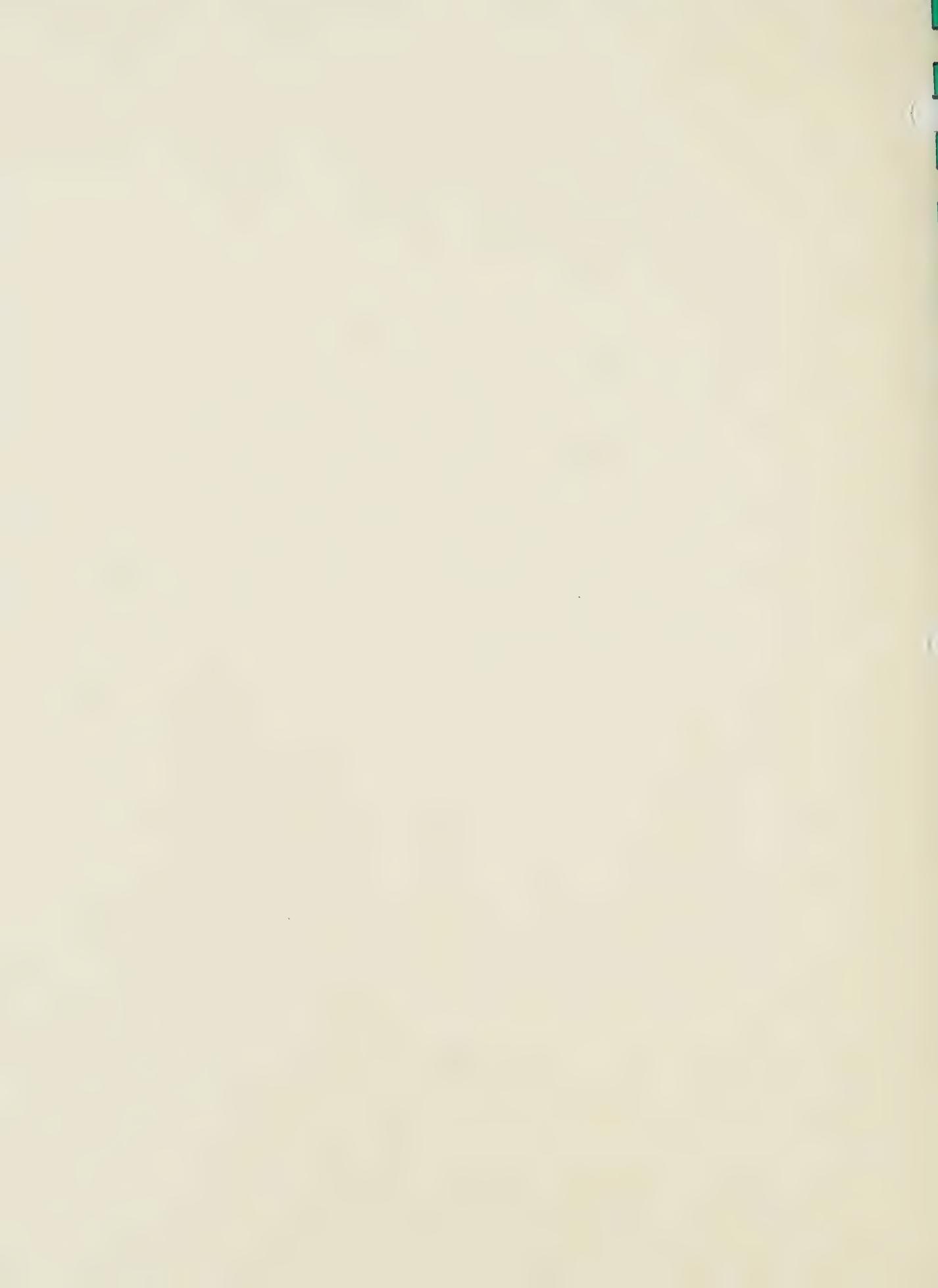
We concur with the statement in the C.P.U.O. position paper on this subject which views the monitoring of the formula with skepticism and questions whether government should relinquish a high degree of control over major capital expansion plans. We also foresee many practical difficulties in allocating funds generated from a

FACTORS AFFECTING LEVELS OF UNIVERSITY SUPPORT

(d) Operating and capital support (continued)

combined formula and for these reasons support the recommendation that a final approved capital formula should be developed and tested in practice over the next few years.

We would also suggest that the formation of the special study group to explore the operation of a combined formula recommended in the C.P.U.O. position paper be deferred at this time and that the combined efforts of the joint subcommittees on Finance and Capital Studies and the Committee of Finance Officers of Universities of Ontario be directed to modifying, extending and improving the present interim capital formula after careful consideration of comments contained in University Submissions.



TRENT UNIVERSITY
BRIEF TO THE COMMITTEE ON UNIVERSITY AFFAIRS
December, 1970

INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRS

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INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRS

FUTURE PLANNING

(a) Updating of five year forecast (as submitted in the fall of 1969)

(i) Undergraduate enrolment forecast for each year to 1975-76
- as per Form L

The undergraduate enrolment forecast for each year to 1975-76 is set out on Form L, Appendix 7.



FUTURE PLANNING

(a) Updating of five year forecast (as submitted in the fall of 1969)

- (ii) Outline of changes in proposed developments since previous forecast, with documentation as to reasons for such changes, and new developments contemplated for 1975-76

The revised long-term enrolment forecast as set out on Form L maintains the total full-time equivalent enrolment targets as reported to the Committee in 1969. The components of the forecast have been revised as follows:

1. Graduate enrolment has been increased from 12 to 55 in 1975-76, reflecting proposed new graduate programmes as set out on page 19.
2. A complete review of part-time course offerings has been made in conjunction with the preparation of a long-term timetable and the forecast revised accordingly (you will note that 1970-71 part-time enrolment is expected to exceed our previous forecast for 1975-76).
3. Full-time undergraduate enrolment targets have been revised downward, accordingly. This approach is considered sound since there has been doubt as to the University's ability to cope adequately with a first-year enrolment "intake" of 1,525 students in 1975-76, as reported in our 1969 report. In this respect, the provision of adequate teaching staff as emergence approaches, as well as the provision of proper teaching facilities, have been of particular concern. The revised first-year figure for 1975-76 is 1,080 students.

FUTURE PLANNING

- (b) Capital requirements - as per interim capital reporting schedules (Forms M - 1 to 4)

(i) Interim capital reporting schedules

General

Proposals for long term capital development, and estimates of related cash flow to 1976 are set out on Forms M-1 to M-5 in Appendix 8.

While we are concerned that such a guideline is unrealistic, we have costed our Formula projects in accordance with D.U.A. instructions to maintain an average cost of approximately \$55 per net assignable square foot, and have instructed our architects to design accordingly.

Our first priority is a combined academic-residential complex intended to meet our major related needs up to 1974, and is essentially a merging of two requirements, previously referred to in our last year's report to C.U.A. as College V and Lecture and Laboratory Teaching Facilities. In our view, this physical consolidation of the two projects efficiently combines the additional teaching space we need with essential residential requirements, and stresses our belief in the importance of continuing the residential-teaching collegiate system at Trent.

Formula projects

Form M-1

1. Academic portion of College V - comprising lecture, faculty offices and laboratory facilities required for Psychology, Anthropology and Geography up to 1974, as well as student union space for College V, and a start on a permanent home for student Health Services.



FUTURE PLANNING

(b) Capital requirements (continued)

With the approval of D.U.A., mortgage funds have been allocated this year by Central Mortgage and Housing Corporation for the construction of two-thirds (340 beds) of the residential portion of the complex. It is our hope that additional C.M.H.C. funds, amounting to about \$1,250,000, will be made available to us in the coming year to complete the project.

2. Extension to Biology Building - to provide

- a) improved housing for the care of research animals, to standards dictated by the Canadian Council on Animal Care, and
- b) permanent office space for the Registrar and Part-time Studies.

Locating the Registrar at the Biology Building (which is near the entrance to the Campus) will make his office readily accessible to all, and will provide some desirable decentralization of administrative services.

We have obtained cost estimates from the developer who originally designed and constructed our Biology Building, and have been advised that the unit construction cost of the extension will be more than 50% higher than the original building cost in 1967. This is due partly to the precise environmental control required by the authorities for the animal care facility, and partly to cost escalation. In addition to construction cost, the special equipment required for animal care will cost about \$30 per n.a.s.f. of area concerned.

Form M-4

- 3. Lecture and Laboratory Building - This is seen generally as supplementary to the academic facilities described in item 1 above, and will be required in 1974 to accommodate expanding enrolments in the arts and social sciences.

FUTURE PLANNING

(b) Capital requirements (continued)

4. Physical Training Building - By 1974, we will have a P.T.E. enrolment of nearly 3,000 students, and probably half of them will live in residence on the campus.

At present we are making very substantial use of the air inflated plastic structure which we acquired, through the encouragement and support of D.U.A., in 1969. However, this facility provides for only the barest of necessities, and the structure, which is certainly of a very temporary nature, will have been in use for almost six years by 1974. It seems clear that permanent recreational facilities must be provided by that time, and we are proposing that detailed planning begin in 1971-72 and that the bulk of the necessary funds be allocated in 1973-74 for the construction of this essential project.

Non-formula projects

Form M-3

1. Projects 29, 30, 34 and 35 - Previously approved and in process.
2. Nassau power station - This hydro-electric plant, which is located on the Nassau campus, was deeded as a gift to the University by the Canadian General Electric Company Limited in July of this year. In order to make good use of the plant, it is necessary to replace obsolete switch gear, install new high potential transformers compatible with our existing network, and provide new underground power and control cables from the plant to our main sub-station.

Modernization plans are practically complete, and it is expected that this plant will be made ready to provide auxiliary and emergency power by the Spring of 1971, thus adding a very desirable reliability factor to our system.

3. Land for Peter Robinson College - Final negotiations for the purchase of two properties forming an integral part of this College were concluded in the 1969-70 academic year.

FUTURE PLANNING

(b) Capital requirements (continued)

4. Alterations and site services - Biology Building
Essential site services and alterations to the present building to accommodate the extension to Biology Building as previously described.
5. Site services - College V - Includes extension of trunk sewer and water mains, primary electric service and primary road and walkway systems for College V and contiguous academic buildings.
6. Peter Robinson College - loose furniture and site services
To cover the cost of items which are essential to the development of the new "town house" residence, but which are not eligible for C.M.H.C. mortgage funds.

Form M-5

7. Alterations - Involves conversion of existing space to provide offices for new faculty members and for additional administrative staff and services; office equipment and furniture; annual re-shuffling and expansion of existing facilities and space to provide for increased needs of various expanding departments and services.
8. Site services
 - a) General - Continuation of a phased landscaping programme designed to improve undeveloped land areas, as well as areas previously disturbed by construction. A provision for weed control and diseased tree removal in undeveloped areas is included in this estimate.
 - b) Lecture and Laboratory Building - Includes extensions to all trunk services and roads, as required for a new academic building which is scheduled for 1974 completion.
 - c) Physical Training Building - Site service trunk extensions for a new building proposed for completion in late 1973.
9. Residence furniture - Required to provide for the cost of loose furniture and furnishings for College V.
10. Vehicular bridge - Trent's contribution toward the \$500,000 cost of a new bridge to replace an obsolete swing bridge which now provides the only direct access to the east campus.

FUTURE PLANNING

(b) Capital requirements (continued)

11. Rubidge Hall - Present plans call for the departments of Anthropology and Geography to move from Rubidge Hall to new quarters on the main campus in 1972. This would permit the long awaited disposal of Rubidge Hall, provided that the space thereby deducted from our inventory can be replaced by developing an equivalent amount of new space on the main campus.

Proposed cumulative five year cash flow for interim capital formula entitlement - Form M-4

The projected cash flow of financial assistance from 1971-72 to 1975-76 shows a surplus of cash within entitlement for the 1971-72 and 1972-73 fiscal periods reverting to a deficit in the remaining three years.

The deficit reaches a peak of about \$1.4 million in 1974-75 resulting from completion of the physical training building for September, 1974. We hope that this deficit can be eliminated by revisions to formula entitlement during the period to emergence as suggested in our recommendations concerning capital formula standards. (see page 61)

(ii) Weighted enrolment for purposes of the interim capital formula - Form N

Revised estimates of weighted enrolment for purposes of the interim capital formula are set out in Appendix 8. These weights are preliminary estimates only and have not been incorporated into formula entitlements as calculated on Form CUA/70/M-4.

FUTURE PLANNING

(c) Brief descriptive outline of proposed new programmes

- (i) For 1971-72
- (ii) For 1972-73

No new programme is planned at the undergraduate level in either 1971-72 or 1972-73, although new approaches to parts of the current programme may develop from the work of the experimental programmes committee described above in Section 2(a)(ii), pages 32 to 34.

New graduate programmes are under consideration at the master's level in the departments of Anthropology, Biology, English, Geography, Psychology, and Sociology. In these departments preliminary preparations are already underway in the development of detailed plans for appraisal which will be submitted to our Graduate Studies Committee.

At Trent these plans are carefully examined by the Graduate Studies Committee in the light of the University's development priorities. The Committee then decides if a consultant should be asked to undertake an examination of the proposed programme to determine if it meets the required standards and is both academically and financially viable. The recommendation for or against a formal request for appraisal by the Appraisals Committee of the Ontario Council on Graduate Studies is made by the Graduate Studies Committee to Senate.

As indicated in the attached documents graduate studies at Trent will be limited both in terms of departments and enrolment. The policy of this University is to develop graduate programmes which are consonant with sound undergraduate education; for example, graduate responsibilities must never interfere with the academic viability of undergraduate programmes. Furthermore, in each of the

FUTURE PLANNING

(c) Proposed new programmes (continued)

programmes which are now being planned, the departments concerned clearly understand that they must take into account the limitations and restrictions now facing the development of graduate studies in the Province of Ontario.

FUTURE PLANNING

- (d) Outline of programmes and/or courses to be dropped or reorganized in 1971-72 and 1972-73

Trent University has not planned to abandon any programmes in 1971-72 or 1972-73. Individual courses within programmes, however, depend on student enrolment and faculty resources available and are added, dropped or revised on the recommendation of departments, following review by the Academic Development Committee.

FUTURE PLANNING

- (e) University views on effects on future planning of
 - (i) Capital formula standards as now applied

We appreciate the consideration shown by C.U.A. and D.U.A. in providing funds for lead space to ease the difficulties of emergence. This action will enable us to take care of our short-term space needs, but will not solve our long-term problems, which will become extremely acute as we approach emergence. We also appreciate the partial allowance which has been provided for part-time students, and hope that this will lead the way to a more adequate recognition of the space requirements of growing part-time enrolments.

The Capital Formula in its present form will inevitably work against small undergraduate arts and science universities, whose capital weights will never become much more than 1.0. We have as yet been unable to conceive of any plan whereby a per student entitlement of about 100 square feet could satisfy the legitimate space needs of a university dedicated to small group teaching and residential college development. The parameters of the formula are insensitive to small scale operations generally, and penalize particularly those institutions with proportionately high residential components, by charging the related common space against their entitlements. Also, the weighting system does not cope properly with the matter of assignable non-teaching space, much of which is directly related to non-weighted enrolment.

We have argued before, and still believe, that it is inequitable to treat non-assignable space as a linear function of

FUTURE PLANNING

(e) Factors affecting future planning (continued)

assignable space. Most non-assignable space needs relate to the number of individuals to be served or accommodated, rather than to what courses of study those individuals are pursuing.

The formula does not acknowledge the fact that a student in General Science requires more space than one in Arts. As a simple example of this, an "average" Arts student might require one student station, of about 15 square feet, in a lecture hall or seminar room, for 8 to 10 hours per week. An "average" General Science student would require about the same, plus about 50 square feet of more expensive laboratory space, for 6 or more hours per week. Since at Trent, one of our fastest growing departments is Psychology, and this is becoming more and more an experimental science, we are concerned at this apparent deficiency in the formula.

The cost allowance of \$55 per n.a.s.f. was established in 1968, and to date this figure, which was low to start with, has not changed. Meanwhile, cost escalation has eaten away more than 20% of the allowance, and if this escalation were compounded to 1976, the real value of the original allowance would deteriorate to less than half, or about \$26 per n.a.s.f. This would equate to about \$13 per gross s.f. building cost. Since we are dealing with a construction industry wherein wages alone have risen more than 15% in the past year, the picture looks bleak.

A young, growing university faces a multitude of start-up costs such as fees for master planning and pre-design engineering studies, initial land surveys, general soil investigations

FUTURE PLANNING

(e) Factors affecting future planning (continued)

and many other activities not directly related to specific projects.

These are not recoverable through formula grants. The same applies to the on-going costs of maintaining a physical planning staff within the university, which is required, for various reasons, even during periods of limited capital expansion. There are also costs which are related to specific projects but, due to the stringency of the \$55 entitlement, cannot readily be absorbed within the formula.

Examples of these are special consulting fees, salaries and expenses of clerks of works on building projects and resident engineers on site services developments, all miscellaneous expense incurred by project consultants, and other items which are not covered by basic consulting fees.

Looking at the long term picture, it appears that our formula entitlement for new space, from now to emergence at 4,500 capital units, will be about 165,000 n.a.s.f. Based on a minimal academic space need of about 50 n.a.s.f. per additional f.t.e. student, we will have to build, over the period involved, almost 150,000 n.a.s.f. of new space for purely instructional purposes alone. Adding to this, the 15,000 n.a.s.f. of student union and common space planned for College V, we will have used up our entire entitlement, even without considering our urgent need for a Physical Training building, and additional common or non-academic space which will be essential when further residences and so forth are required. The bind is thus apparent.

FUTURE PLANNING

(e) Factors affecting future planning (continued)

In summary, we would note that one of the important features of the Interim Capital Formula is its adaptability to adjustment of its parameters, and in the light of our above comments, we request that consideration be given to the following modifications:

1. Assign a minimum capital weighting of, say 1.15 to all universities.
2. Make allowance for scale, by applying a sliding factor up to an enrolment of about 5,000.
3. Treat non-assignable space, and assignable non-instructional space, separately from purely instructional space.
4. Reduce by some amount the common or student union space presently chargeable against formula entitlement.
5. Apply a higher capital weight to General Science.
6. Make non-formula provision for planning costs not directly related to specific projects.
7. Tie the \$55 allowance to a reliable construction cost index, retroactive to 1968. The index should be sensitive enough to point up regional cost disparities.

FUTURE PLANNING

- (e) University views on effects on future planning of
(ii) Changing secondary school patterns. - Do attitudes differ among faculties of the University on this matter?

The recent diversification of many aspects of the Ontario high school system has resulted in a great variation in preparedness of students entering the University with apparently similar qualifications. This is posing new problems for the organization of first year courses which are already a burden for a new University. The problems are felt both by disciplines taught in the schools and those which are usually introduced at the university level. Considerable thought is being given to the nature of first year courses at Trent.

Departments within the university are already strengthening their ties with their subject areas in the high schools with the objective both of keeping faculty more informed on developments in the schools and of providing schools with more information on the needs of particular university courses. Attempts are being made to loosely formalise, coordinate and promote relationships between secondary schools and Trent.

The increased diversity of school programmes will also make the selection of students for university entrance even more complicated in future. There is no doubt that a greater range of students is being accepted at present than was previously the case. We see an increasing need to continue our practice of processing candidates for entry most carefully and in the light of criteria other than the Grade 13 results.

FUTURE PLANNING

(e) Factors affecting future planning (continued)

There is some divergence of opinion on the changing school patterns within the single faculty at Trent. While many feel that our students are "more lively" than their predecessors, there appears to be a definite lack of preparation in academic areas which require a definite sequence of instruction.

FUTURE PLANNING

- (e) University view on effects on future planning of
(iii) Enrolment intake from other than secondary schools

Trent has experienced increases in the number of applications for entry from mature students. Most of these applicants apply for part-time credit studies but many later enter the regular programme. There has also been a substantial increase in applications from students from the colleges of Applied Arts and Technology.

We attempt to assess non-secondary candidates by interviews (faculty committees), by standard tests, by consultation with referees and by careful consideration of unusual educational backgrounds. For clearly recognizable elements in this class of entrant, we are trying to establish broad guidelines for the interview committees especially with regard to the students' performance in the various types of C.A.A.T. courses. We foresee a further increase in applications from the C.A.A.T.'s and we intend to continue to promote our present cordial relations with the local college to improve understanding between the two institutions. The "mature" group forms a valuable segment of our university community and we will maintain our policy of accepting a representative selection of such people.

The greatest increase in applications from students other than direct Grade 13 backgrounds comes from transfer students from other universities. In the current year these students represent 10.3% of our incoming students who have not before been registered at Trent. This greater number of transfer students seems to be a result of the greater mobility among students who are already working

FUTURE PLANNING

(e) Factors affecting future planning (continued)

towards a degree. In no small way, we believe this is a reflection of an increased stature and respect which Trent University and its teaching methods have attained among students in this province.

Under this head, it is worthy of note that a greater number of applications are being received from students from the Province of Quebec, in part a result of the re-organization of the educational system in that province. With the introduction of the C.E.G.E.P. programme, an extra year of instruction has been added to the Quebec university system. We intend to follow developments in education in Quebec closely to enable us to assess the educational background of students from that province and their courses of study.

FUTURE PLANNING

- (e) University views on effects on future planning of
 - (iv) Changing student preference

Preference for the smaller university concept is still reflected in the comments of those students who choose Trent University. Although Trent has only one faculty, there has been a dramatic increase in applications over the last four years. This appears to indicate that many students interested in the pursuit of an Arts or Science degree are anxious to take this degree in a smaller university where they may receive more attention and feedback. These students, unlike the "mature" students seem less interested in the "training" concept of education.

The number of students graduating from high schools in science does not appear to be increasing and there is a continued trend for these science students to study a wide variety of degree courses when they enroll at the university. As a result, the growth of the science programmes at Trent University continues to be slow. The large enrolments at this university are still in the areas of the humanities and social sciences at the expense of the hard sciences and modern languages.

We do not anticipate a change in this pattern. Experimentation in First Year Courses here is likely to include some inter-disciplinary courses which will involve "science" teaching.

The community colleges do not seem to be drawing students away from the universities. We anticipate an increase in applications both in total number and in variety of qualifications.

FUTURE PLANNING

- (e) University views on effects on future planning of
 - (v) Changing patterns of job opportunities

Most graduates of Trent proceed to some form of training beyond their first degree. In a dwindling job market and with admission to graduate schools, law schools, colleges of education, et cetera, becoming more restricted, many more students are returning to complete or improve their degree than has previously been the case. In addition, more students with a three-year B.A. are in attendance at elementary school teachers colleges at the present time.

We will continue to attempt to assist students in seeking employment in the future in as helpful a way as possible. Faced with the present problems of employment and continuous changes in employment patterns which will be the rule in the future, we feel that our emphasis on "education" as distinct from "training" in developing programmes at Trent is correct, and that our approach is the more flexible in the long run.

FUTURE PLANNING

- (f) University comments on possible effects of increasing demand of student assistance from the limited total resources available for the support of higher education

- (i) How can the relative priorities be decided?

We would like to take this opportunity to endorse the government's policy to provide a place for all eligible students in its post-secondary institutions and to ensure that qualified students in Ontario are not denied post-secondary education because of a lack of financial resources.

It is our view that recommendations on decisions as to the relative priorities should be made, in the first instance, by the Committee of Presidents of Universities of Ontario Subcommittee on Student Aid. We look forward to an opportunity to comment on the report of this Subcommittee, which we understand will be published shortly.

FUTURE PLANNING

- (f) University comments on possible effects of increasing demand of student assistance from the limited total resources available for the support of higher education
- (ii) Are current patterns of private vs public sources of support for higher education appropriate?

The University has not yet debated the present arrangements for student aid, but looks forward to undertaking a review in light of the recommendations of the Committee of Presidents' Subcommittee.

One of the limitations of the present plan is the maximum of \$150 allowed for scholarship funds contributed from private sources. As scholarship funds in excess of \$150 are deducted from the grant portion of the students' award it has become common practice to restrict scholarships to the \$150 level with a consequent downgrading of reward for academic excellence. Private funds may, therefore, tend to be re-directed to other areas leaving student aid to be financed almost entirely from public funds.

Over the past five years substantial private support of education has been transferred to the public purse so that the Province is now providing around 80% of operating income, 100% of formula capital project expenditures and a significant contribution to student fees in the form of grants under the O.S.A.P. This change in support level presumably reflects the value which society places on the economic benefits of a university education and is perhaps best studied by a Royal Commission.

FUTURE PLANNING

(g) Student housing

- (i) What will be the University's requirements in student housing during the next five years?

We would like to take this opportunity to express our appreciation for the favourable consideration by the C.U.A. and the D.U.A. of our requests last year for the allocation of C.M.H.C. funds to meet our immediate student housing priorities.

A flexible, multi-use "town house" complex to accommodate approximately 100 students is now under construction at Peter Robinson College and is scheduled for completion in March, 1970. A formal application has been made to C.M.H.C. for the construction of two of the three planned residence wings of College V to accommodate approximately 350 students. We anticipate that tenders for this project will be received in December of this year so that completion can be assured for September, 1972. We urge the C.U.A. to allocate sufficient mortgage funds in 1971 to complete the planned third wing of this project.

A summary of residence requirements to September, 1975 as detailed on Appendix 9(a) is set out below:

	Occupancy	Beds
1. Peter Robinson College (construction in process)	Sept. 1971	96
2. College V (working drawings in process)	Sept. 1972-74	507
3. Lady Eaton College addition (proposed)	Sept. 1973	150
4. Additional (estimated)	Sept. 1975	<u>262</u>
		1,015

These requirements are based on estimates of the number of students who will live at home, shown by average increments over the past five years as per University records. Estimates of available lodgings are based on an assumed slow rate of growth in the City of Peterborough, coupled with increased demands for housing from Sir Sandford Fleming College.

FUTURE PLANNING

(g) Student housing

(ii) How has this need been determined?

In 1970-71 the University has had to obtain lodgings for approximately 730 students and the situation has become critical. All indications are that the City has absorbed close to its maximum potential for student lodgings this year and that very few additional lodgings will become available over the next five years.

The annual growth rate of the City (Appendix 9(b)) is presently well below the national average having been approximately 1.82% over the past fifteen years and approximately 1.17% over the last five years. The rate is not likely to increase substantially in the near future, particularly if the Toronto-Centred Region Plan is adopted as presently envisaged with Peterborough designated for recreational development.

It would appear from this analysis that increases in the student population at Trent University and at Sir Sandford Fleming College will be extremely high in relation to the growth of the City. Residence places will be essential for a large proportion of these students and it is probable that, even so, the University's demand for lodgings may place a severe strain on available rental accommodation with implications for increased rents, increased use of sub-standard accommodation and displacement of townspeople who must compete for available places.

For these reasons, the University considers its proposed construction programme to provide only the minimum additional units required to accommodate its increased enrolments.

FUTURE PLANNING

(g) Student housing

- (iii) What will be the effects on the University's development if funds are not available to permit housing projects of the indicated scale?

Estimating the units of housing available in a small city such as Peterborough is difficult without undertaking a door to door survey of the entire community. Our experience this year indicates that the saturation point for the existing accommodation is being reached. Of our enrolment of 1,690 students in September, only 700 can be accommodated in the residential colleges of the University. Only after a full and expensive advertising campaign in the press and on the radio does it appear that sufficient beds have been found. We appreciate already that some of these rooms are in homes which will not provide a student with the silence, privacy, and stimulation which he requires. Some lodgings are over ten miles distant from the University and many in areas with very inadequate transportation services. Because Trent University competes for these places with the growing student body of Sir Sandford Fleming College and the students of the Teachers College and the Peterborough Bible College, it is obvious that the situation is deteriorating rapidly and will not improve.

The University anticipates 96 additional residential places next year from the "town housing scheme" now under construction at Peter Robinson College, and will urgently require at least one wing of College V in September, 1972. These additional study-bedrooms would little more than meet the expansion needs which will occur before they are completed, and it is becoming increasingly clear that the academic programme of the University may have to be curtailed unless funds continue to become available for future housing projects.

TRENT UNIVERSITY

BRIEF TO THE COMMITTEE ON UNIVERSITY AFFAIRS

December, 1970

INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRS

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SECTION 5. OTHER MATTERS

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INFORMATION REQUESTED BY THE COMMITTEE ON UNIVERSITY AFFAIRSOTHER MATTERS

(a) Mission-oriented research

Outline of the University's involvement in this area of activity

Trent University has taken the view that the information requested by the Committee on University Affairs should include research carried out under contract, and research supported by grants rather than contracts, but from agencies that may be regarded as "mission-oriented". In arriving at this interpretation, the university is aware that much of the work supported by the National Research Council of Canada or by the Canada Council may have implications that could be regarded as "mission-oriented". However, because such work is carried out primarily for the advancement of knowledge, it has been decided to exclude it from this summary.

During the 1969-70 academic year research that falls under the heading "mission-oriented", according to our interpretation, has been carried out in the departments of Biology, Chemistry, Economics, Geography, Physics, Psychology and Sociology.

Projects in this category include:

Eutrophication and ecological studies of lakes in the Peterborough area

Surveys of aquatic weed growth; and of fish production in the Kawartha lakes system

Alkaline degradation of carbohydrates

A study of the effect of technological change on copyright law

OTHER MATTERS

(a) Mission-oriented research (continued)

Projects relating to the economies of some of the developing African nations

Surveys carried out in connection with the summer tourist industry of the area; and with recreational development around Peterborough

A study of the deformation of intermetallic compounds

Work in connection with the psychological effects on those committed to penal institutions

The development of methods of attitude measurement applicable for use in industrial settings

A study of career decisions of Canadian youth

A study of education and career development in the field of librarianship, and

A comparative study of education in the administration of health services

In all, grants received in connection with mission-oriented research exceeded \$150,000 in 1969-70.

OTHER MATTERS

- (b) Outline of the University's policy on the obligations of individual faculty members

Faculty appointments at Trent are made on a 12-month basis (July 1 to June 30), and there is no summer supplement scheme. The teaching of summer session courses carries with it an honorarium of \$2,000. The matter of an individual's obligations to the University is under review in the Senate.

